

TRAINING OF FISHING INDUSTRY PERSONNEL.

JUNE 26, 1956.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BONNER, from the Committee on Merchant Marine and Fisheries, submitted the following

R E P O R T

[To accompany H. R. 10433]

The Committee on Merchant Marine and Fisheries, to whom was referred the bill (H. R. 10433) to promote the fishing industry in the United States and its Territories by providing for the training of needed personnel for such industry, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

The amendments are as follows:

Page 1, line 7, following the word "purposes" delete ", including the establishment of scholarships,".

Page 1, line 9, following the word "including" insert "scientists,".

Page 2, line 10, delete the words, "The Secretary of".

Page 2, lines 11, 12, and 13, delete in entirety.

The purpose of the bill is to provide urgently required encouragement of education of individuals in the field of commercial fisheries.

It appears from the committee's hearings on this bill and many other bills it has considered in an effort to find solutions for some of the ills of this vitally important industry, that there is an existing and increasing lack of sufficient trained manpower to assure its future. The need extends to every category of personnel in the industry—from scientists, trained to seek out the mysteries of the lives of the fish and their habitat, to young men equipped to go down to the sea in ships and assure the Nation of an adequate supply of a most important food.

Presently all too few colleges and universities offer courses designed to fit their graduates for research work in the field of fisheries. At the high-school level, there is little attempt to offer either vocational education or guidance to students who could be interested in the many aspects of the industry. As a result there are too few trained men to

undertake research projects planned to discover and maintain an adequate supply of fish to meet the constantly increasing demand for protein food. The number of young men to man the fishing boats is dwindling at a disturbing rate. The shoreside labor markets have taken most of the young men even in areas with a long and proud fishing tradition. It is clear that steps must be taken to prevent the extinction of the industry through failure of its labor supply.

The bill seeks to meet these problems by providing funds for public and private universities to encourage training of teachers and researchers and, on the high-school level, to amend the Vocational Education Act of 1946 to include aid for education in the fishery and distributive trades.

In the course of its consideration of the bill, the committee adopted several amendments.

The first struck out the authorization to the Secretary of the Interior to establish scholarships. The committee understands that there is presently underway in the Department of Health, Education, and Welfare a study of the whole subject of Federal scholarships in education. Accordingly, it was of the opinion that no action should be taken on the subject until the conclusion of that study. On the other hand, there appears to be no reason, even in the absence of the authorization, why scholarships cannot be awarded by the recipient institutions themselves.

The descriptive language regarding professionally trained personnel was broadened to include not only technicians and teachers, but also scientists. This was a recognition of the extreme shortage of researchers in the field.

Finally, the bill was amended to strike out the provision giving the Secretary of the Interior authority to establish guides and curricula for educational courses. This authority goes far beyond existing standards for Federal aid in education and such departure from provisions in similar laws in other fields was not justified by any testimony in the hearings.

The committee is of the opinion that the bill will supply a most important need in the field of commercial fisheries and recommends that it do pass.

The departmental reports are as follows:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D. C., April 26, 1956.

HON. HERBERT C. BONNER,

*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives, Washington, D. C.*

MY DEAR MR. BONNER: Your committee has requested a report on H. R. 10433, a bill to promote the fishing industry in the United States and its Territories by providing for the training of needed personnel for such industry. Section 1 of this proposed legislation would promote the education and training of professionally trained personnel in the field of commercial fishing. This would be accomplished by the making of grants, out of funds to be appropriated for such purposes, to public and nonprofit private universities and colleges in the several States and Territories of the United States. Section 2 of this bill would amend the Vocational Education Act of 1946 so as to provide

specifically for the advancement of vocational education in the fishery trades and industry and in the distributive occupations thereof.

Although we are fully in accord with the goal of the legislation in providing fishery education, we believe that there are existing media for achieving this objective. We, therefore, recommend that the bill be not enacted in its present form.

The Fish and Wildlife Service, through contract and by means of cooperative research, is assisting in stimulating programs at the university level. These programs should be further expanded in order to assist in the training of graduate students and to promote the development of fisheries courses in colleges and universities.

We believe that these objectives can be obtained by appropriating funds under existing legislation with whatever provisions may be necessary to insure (1) equitable distribution to the several States and Territories on the basis of the extent of their fishing industries; and (2) the use of the knowledge and experience of the Department of the Interior in this field.

Legislation referred to is the act of June 29, 1935 (49 Stat. 436, 439), and the Vocational Education Act of 1946, as amended by the act of August 1, 1946 (60 Stat. 775).

We have been advised by the Bureau of the Budget that there is no objection to the submission of this report to the committee.

Sincerely yours,

WESLEY A. D'EWART,
Assistant Secretary of the Interior.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, D. C., April 30, 1956.

HON. HERBERT C. BONNER,
*Chairman, Committee on Merchant Marine and Fisheries,
House of Representatives, Washington, D. C.*

DEAR MR. CHAIRMAN: This letter is in response to your request of April 18, 1956, for a report on H. R. 10433, a bill to promote the fishing industry in the United States and its Territories by providing for the training of needed personnel for such industry.

This bill would authorize the Secretary of the Interior to make grants to public and nonprofit private universities and colleges in the several States and Territories for such purposes, including the establishment of scholarships, as necessary to promote the education and training of professionally trained personnel (including technicians and teachers) needed in the field of commercial fishing. Grants would be apportioned by the Secretary of the Interior "on an equitable basis" and the Secretary would be required to "take into account the extent of the fishing industry within each State and Territory as compared with the total fishing industry of the United States," plus other relevant factors. The Secretary would be authorized to "establish such guides and curricula for educational courses as may be necessary." Appropriations for this section of the bill would be authorized at \$550,000 for the fiscal year 1957 and for each fiscal year thereafter.

The second section of the bill would amend the Vocational Education Act of 1946 (the George-Barden Act) by authorizing \$375,000 in grants to the several States and Territories for vocational education in the fishery trades and industry and distributive occupations therein.

Such grants would be apportioned by the Commissioner of Education "on an equitable basis" after consultation with the Secretary of the Interior, "taking into account the extent of the fishing industry of each State and Territory as compared with the total fishing industry of the United States * * *."

As regards the proposed Federal grants and scholarships in the field of higher education, we believe that the basic question which Congress should consider is whether the needs of this industry for professionally trained personnel are so acute and so vital to the national interest—as compared with similar needs of other industries—as to warrant singling out this industry for the special Federal assistance proposed by the bill. The information available to this Department as to the extent and nature of these needs would not suffice to justify this portion of H. R. 10433.

Also, in view of the general responsibilities of the Office of Education in the field of higher education and the desirability of consistent Federal policies and procedures in Federal programs of financial assistance in this field, we would suggest that suitable provision be made for consultation with that Office in the development of basic policies and procedures for administration of the program, if authorized by Congress.

Finally, the broad discretion which the bill proposes to vest in the Secretary of the Interior, especially the authority to establish curricula for educational courses with which presumably educational institutions aided by such grants would have to comply, would appear to permit an undesirable degree of Federal control of education.

With respect to section 2 of the bill, which would authorize a \$375,000 program for vocational education in the fishery trades and industry and distributive occupations therein, this Department would point out that authorization under the existing vocational education acts permits vocational education in the fishery trades and industry and in the distributive trades related to fishing. We question the need or desirability of establishing a special category for the fishery trades. This is particularly true since the funds for vocational education have by this Congress been increased by approximately \$2,800,000 and the amount available for distributive trades raised from \$900,000 to \$1,500,000. We would rather feel that in the States where fishery trades and industry and distributive occupations are important, encouragement should be given to utilization by the States of as much of the increased funds as they can for the development of vocational education in the fishery fields.

In the absence of information which would justify the proposal for special Federal grants for training at colleges and universities and in the light of our comments above on the vocational education proposals in the bill, we are unable to recommend enactment of H. R. 10433.

The Bureau of the Budget advises that it perceives no objection to the submission of this report to your committee.

Sincerely yours,

HEROLD C. HUNT, *Acting Secretary.*

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as introduced, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

VOCATIONAL EDUCATION ACT OF 1946

(60 Stat. 775)

"SEC. 3. (a) * * * *"(5) \$375,000 for vocational education in the fishery trades and industry and distributive occupations therein, to be apportioned for expenditure in the several States and Territories on an equitable basis, as determined by the United States Commissioner of Education after consultation with the Secretary of the Interior, taking into account the extent of the fishing industry of each State and Territory as compared with the total fishing industry of the United States (including Territories)."*

"(b) The funds appropriated under authority of [paragraphs (1) to (4)], paragraphs (1) to (5) inclusive, of subsection (a) of this section * * *.

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CHAPTER IV. THE JAPANESE

The Japanese with their 1,000,000 in the United States are the largest group of foreign-born people in the country. They are the only group of foreign-born people who are not concentrated in any one section of the country. They are found in all sections of the country, but they are most numerous in the West.

LOCATION OF THE JAPANESE IN THE UNITED STATES

(1) The West

The Japanese in the United States are found in all sections of the country, but they are most numerous in the West. In the West they are found in all sections, but they are most numerous in the Pacific States. In the Pacific States they are found in all sections, but they are most numerous in the West Coast. In the West Coast they are found in all sections, but they are most numerous in the San Francisco Bay area.

(2) The East
In the East they are found in all sections, but they are most numerous in the New York City area.

